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Country programme document

Panama

Summary

The country programme document (CPD) for Panama is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of $4,270,000 from regular resources, subject to the availability of funds, and $4,000,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2016 to 2020.

In accordance with Executive Board decision 2014/1, the present document reflects comments made by Executive Board members on the draft CPD that was shared 12 weeks before the second regular session of 2015.

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Programme rationale

1. The 3.4 million inhabitants of the Republic of Panama are characterized by their ethnic and cultural diversity. According to the 2010 census, 12.3 per cent of the population (417,559) are indigenous (belonging to seven indigenous peoples) and 9.2 per cent (313,289) are of African descent. There are 1.2 million children and, of these, 18.4 per cent (216,090) are indigenous and 7.0 per cent (81,871) are of African descent. Children account for 51 per cent of indigenous peoples and 26.1 per cent of those of African descent.

2. Panama has enjoyed sustained economic growth, resulting in one of the most dynamic and stable economies in the region and, indeed, the whole world. Over the period 2004 to 2013, gross domestic product (GDP) grew an average 8 per cent per year. The country's geostrategic position, the stability of its financial centre, the activity and expansion of the Canal and public investment in infrastructure, among other things, are all factors explaining its good economic performance. Despite this progress, its growth model is poorly diversified and is concentrated in a small area of the country (7 per cent). This has resulted in marked inequalities in the distribution of wealth and access to basic services.

3. The 2013 Human Development Index (HDI) ranked the Republic of Panama 65th ("high") out of 187 countries. When the HDI is adjusted for inequality, the Republic of Panama falls to 83rd place and, in the Gender Inequality Index, it ranks 107th. Disparity of incomes, social and geographical divides and poverty affect the indigenous population and people of African descent, rural populations, people with disabilities, elderly and, particularly, children, adolescents and women disproportionately.

4. According to the Ministry of Economy and Finance (MEF), 25.8 per cent of the country's population were living in poverty in 2013 (7.6 per cent less than in 2009), and the proportion living in extreme poverty fell from 15.5 per cent (2009) to 10.6 per cent (2013). Poverty and extreme poverty are most prevalent in the provinces of Bocas del Toro (51.1 per cent and 24.1 per cent respectively), Darién (50.9 per cent and 21.7 per cent) and Colón (34.3 per cent and 12.8 per cent). Poverty and exclusion continue to be suffered disproportionately by indigenous peoples; with 80 per cent living in poverty and 58.2 per cent in extreme poverty. According to the 2010 census, 4 in every 10 children aged 0 to 14 live in families with an income below the minimum wage, while this figure rises to 6 in every 10 for indigenous children.

5. The Government of Panama channelled some 49 per cent of the national budget into social services in 2014. Although the Ministry of Education (MEDUCA) receives one of the highest budgets, public investment in education represented just 3.5 per cent of GDP in 2011, below the regional average of 5 per cent. The efficient and effective use of public funds to reduce social disparities has not moved onto a results-based management system, nor has a budget been produced that would enable investment in children to be monitored. In 2014, the country made progress in this direction for the first time, with the production of a budget that highlighted early childhood.

6. The Republic of Panama ratified the Convention on the Rights of the Child and its optional protocols on the involvement of children in armed conflict and on the sale of children, child prostitution and child pornography. Although it is clear

that progress has been made in the 25 years since its ratification, the country has neither a comprehensive legislation for the protection of children nor an integral policy, as recommended by the Committee on the Rights of the Child in its Concluding Observations to the Government of Panama in 2011. The lack of a comprehensive protection framework creates structural difficulties in terms of preventing violence against children on the basis of a clear institutional logic, and limits the State's capacity to act as guarantor of children's rights. A consultation and evidence-generating process was commenced in 2013 with regard to existing child protection policies and programmes, and the current state of protection institutions, their powers and legal frameworks. One of the findings suggests that a limited coordination, duplication and the dispersion of institutional interventions hinder the effectiveness of the State's response.

7. Although the Republic of Panama has made progress in increasing the coverage of primary health care and education, significant gaps remain in terms of accessing high-quality, culturally-relevant basic services in the indigenous *comarcas*, rural and disadvantaged urban areas. For example, 2013 data from the Ministry of Health (MINSA) shows a decline in chronic undernutrition: 6.2 per cent in urban areas and 12.4 per cent in rural areas; however, the figure is eight times higher for indigenous children, standing at 50.6 per cent. At the same time, the country is experiencing an epidemiological transition towards non-communicable diseases. Data from the 2008 Living Standards Survey [*Encuesta de Niveles de Vida*] indicate that 25 per cent of the 10-17 age group are overweight or obese.

8. Data from MINSA (2013) shows that, of the 33,566 pregnancies registered for antenatal care, 30.7 per cent (10,309) of the women were between 10 and 19 years of age. According to the 2013 Multiple Indicator Cluster Survey (MICS), 37.1 per cent of women aged 15 to 24 correctly identified two ways of preventing HIV transmission but only 25.8 per cent of those who had had sexual relations over the 12 months prior to the survey stated that they had taken an HIV test and knew the results. Data from MINSA confirms the vulnerability that a lack of information among the adolescent and youth population creates: 68.8 per cent of all new cases of HIV were among adolescents in 2013.

9. The Republic of Panama has made progress in the State's response to comprehensive care for children aged 0 to 5 years. Despite this, disparities persist and these are most noticeable among children whose families live in poverty. According to the administrative records of MEDUCA (2013, 19.8 per cent of children aged 5 years were unable to start preschool at the correct time, thus hindering the fulfilment of their right to education. The enrolment rate of indigenous girls suggests that they have the least opportunity of exercising their right to education.

10. Despite the existence of the National Council for Early Childhood [*Consejo Nacional de la Primera Infancia* — CONAPI], there are barriers to achieving universal comprehensive care: (i) the lack of a comprehensive policy that would facilitate coordination between staff and establish quality standards for effective and efficient care; (ii) the lack of human resources with the necessary skills to widen the coverage of care, particularly in indigenous areas; (iii) the social norms that mean health, development and education services are only used when it is critical and not as part of a process of control, growth and skills development from an early age.

11. According to the 2013 MICS, 96 per cent of children under the age of 5 have had their births registered, although this falls to 85 per cent among the indigenous population and 90 per cent among those in the poorest quintile. The country has made progress in providing universal access to birth registration, with specific actions to reduce underrecording in indigenous regions. This progress means that the Republic of Panama has a good chance of achieving the regional goal of universal birth registration in the near future.

12. In primary education, the State has made progress in gross coverage, with an average rate of more than 90 per cent. However, according to MEDUCA, progress has been slower within lower secondary and higher secondary education, with recorded rates of 69.2 per cent and 62.3 per cent respectively in 2012, both below the regional averages for secondary school coverage for boys (73) and girls (78). Another manifestation of educational exclusion is the number of pupils dropping out of school midway through the year. In 2013, this was the case for 5 per cent of those registered in lower secondary education, and 4.6 per cent of those registered in higher secondary education; adolescent boys in urban areas being the most affected.

13. Given the country's demographic characteristics, the coming years will be crucial in reversing the adolescent drop-out rate. A study conducted by MEDUCA, the Latin American Social Sciences Faculty (FLACSO) and UNICEF notes a fragile family economy, a weak protective school and community environment, child labour, early marriage and teenage pregnancies as some of the factors affecting school drop-out rates. The State therefore needs to address the following challenges: (i) the lack of systemic and systematic policies to prevent pupils from dropping out of lower and higher secondary education, and programmes to encourage pupils to remain in school; (ii) the design and application of innovative, flexible and inclusive education models; (iii) the use of budgetary efficiency and effectiveness criteria to meet the demand for enrolment in indigenous and rural areas among dispersed populations; (iv) the design of quality standards for pedagogical processes; (v) the need to reduce late enrolment in school as this results in overage grade enrolment, lagging behind, failure and grade repetition; and (vi) the lack of policies and programmes for preventing school violence.

14. The legal framework of Panama recognizes the right of indigenous children to an intercultural bilingual education (IBE) by means of Law 88, which guarantees its development and application at all levels of the system. However, in practice coverage is limited to up to third grade of primary, which does not help retain pupils within the school system. In addition to its limited educational supply, its quality has not been evaluated to assess how well it guarantees the right to learn in one's mother tongue and to have one's cosmovision respected.

15. Data from the 2014 Child Labour Survey indicates that 26,710 children between the ages of 5 and 17 are involved in child labour (67.8 per cent boys and 32.2 per cent girls). In all, 75.0 per cent of the country's child labourers live in rural and/or indigenous areas, with only 25 per cent in urban areas. According to this survey, of the total population involved in child labour, 30.8 per cent have had their right to education hindered, even when the country has a road map for eradicating child labour by 2020.

16. According to the National Disabilities Survey (2006), around 1.9 per cent (22,033) of under 18s in the Republic of Panama have some kind of physical or mental disability. This was highest in urban areas, with 59.8 per cent, followed by

rural areas, with 40.2 per cent. However, information on children with disabilities needs to be improved in the administrative records so that service delivery policies and models can be established to ensure their right to survival and development, and to protection from all forms of abuse, maltreatment, exploitation and violence.

17. Despite the country's efforts to follow up the recommendations of the Secretary General's study on violence against children by establishing a national coordination mechanism (CONIPREVINA), Panamanian children continue to suffer in this regard. The lack of a comprehensive public policy on children that would allocate direct responsibility for violence prevention and care weakens its interventions. The 2013 MICS indicates that 44.9 per cent of children aged 1 to 14 had suffered some form of psychological aggression or physical punishment during the previous month. 2013 data from the Ministry of Public Security shows a record number of nearly 3,000 complaints of domestic abuse. That same year, the Institute for Legal Medicine [*Instituto de Medicina Legal*] noted that 77 per cent of maltreatment cases were of children between the ages of 0 and 14, while 68 per cent of clinical assessments for sex crimes involved victims aged between 10 and 17. According to the Citizen's Security Observatory of the Chamber of Commerce, Industry and Agriculture [*Observatorio de Seguridad Ciudadana de la Cámara de Comercio, Industrias y Agricultura*] (2012), the murder rate among under 17s is 5.5 per 100,000 inhabitants. In 2013, 88 children between the ages of 0 and 17 (9 girls and 75 boys) were deprived of their right to life.

18. There is a perceived increase in crime by both the security forces and the general public in Panama. Data from the Ministry of Public Security (2010) shows that, of the total number of incidents in which the police were required to intervene, only 1.8 per cent involved minors. Despite this, the actions taken fall short of guaranteeing rights, as Law 40 of 1999 on Juvenile Criminal Justice has been amended to reduce the age of criminal responsibility and to increase the power to hold children on remand. In its Final Observations to Panama that same year, the Committee on the Rights of the Child recommended that the State bring its juvenile criminal justice system fully into line with the provisions of the Convention on the Rights of the Child.

19. Central America as a whole is vulnerable to the occurrence and impact of natural disasters and Panama is no exception. Global climate change models indicate that the country is going to suffer severe environmental changes. These will have a significant impact on indigenous peoples, particularly in the Ngäbe-Buglé, Emberá-Wounaan and Guna Yala *comarcas*. UNICEF has worked with the Civil Protection System, through partners such as RET, to build the capacity to provide for children affected by emergencies.

20. The midterm review process facilitated a joint reflection among the government partners, civil society organizations and academia on the value added of UNICEF in terms of generating evidence for public policy decision-making. UNICEF and UNFPA's joint planning and interventions for strengthening the capacity of government officials responsible for the national information system to generate and analyse sociodemographic information were evaluated positively, as was the development of tools for costing social services for adolescents. A request was also made for increased South-South/horizontal cooperation for capacity-building on child protection.

21. During the current country programme cycle, UNICEF expanded and consolidated its partner base to include academic institutions and knowledge centres, private sector, media, civil society organizations, the Child Rights Observatory [*Observatorio de los Derechos de la Niñez*], and the Partners for Childhood and Adolescence [*Aliados por la Niñez y la Adolescencia*]. This strategy placed children's rights on the agenda. Partnerships were also created with United Nations agencies and programmes in the context of UNDAF priorities.

22. Considering the priorities of the Government's 2015-2019 Strategic Plan, the strategic priorities of UNICEF for 2014 to 2017 (including implementation of the Gender Equality Action Plan), the commitments made in the Children's Pact [*Pacto por la Niñez*] and the determinant analysis, the recommendation was to focus actions on early education and lower secondary education with an intercultural, gender and inclusive approach; as well as child protection with a life cycle approach.

Programme priorities and partnerships

23. The country programme aims to contribute to guaranteeing the rights of Panamanian children, primarily indigenous children and those living in rural and disadvantaged urban areas. The programme is aimed to contribute to gradually eliminate barriers to comprehensive protection of children and their recognition as rights-holders in public policies, and their access to protection and violence prevention programmes and services. The country programme will encourage an intersectoral and systemic vision with an equity and gender-based approach to programmes and services aimed at the most excluded populations. The programme recognizes that Panama is at a defining moment to complete the process of adapting its legal framework and updating its child centred programmes to bring them in line with the recommendations of the Committee on the Rights of the Child.

24. The programme is aligned with the country vision, which is premised on social equality and sustainable economic growth. In addition, it responds to the 2016-2020 UNDAF outcomes related to implementing and strengthening comprehensive public policy management and the provision of equity and gender-based social services; the application of institutional reforms that reinforce a democratic, participatory and inclusive governance system; a more effective system for preventing all kinds of violence, including gender based violence; and the administration of justice and the application of citizen security strategies. The programme's components are in line with the recommendations of the Committee on the Rights of the Child and regional and international commitments Panama has adopted: (a) the 2021 Educational Goals of the Organization of Ibero American States; (b) the Prosperity with Equity declaration of the 7th Summit of the Americas; and (c) the goals of the Central American Integration System (SICA).

Education, equity and quality

25. This component will contribute to improving access to quality early childhood education and preventing adolescent from dropping out of school. Focus will be placed on ensuring that children aged 0-5 who are not attending early or preschool education; adolescents at risk of dropping out, and those who have already done so,

have access to quality, inclusive and flexible gender-based and intercultural education. The priority groups for this component are children and adolescents from indigenous and Afro-descendant peoples and those living in disadvantaged urban areas who have dropped out of school or are at risk of doing so. With this component, UNICEF will be contributing to UNDAF Outcome 1.1, and addressing the recommendations of the Committee on the Rights of the Child with regard to education. Priority on education is one of the ten commitments of the Agenda for Children and Adolescence, promoted by civil society and adopted by the Government in 2014 with the signing of the Children's Pact.

26. The situation and determinants analyses established that the key barriers to providing universal early childhood (0-3) and preschool (4-5) education are: (a) a lack of governance mechanisms for the institution responsible for early childhood education regarding its role as guarantor of the quality of all service provision; (b) the lack of protocols and mechanisms for inter-institutional coordination that would enable the involvement of other agents in service provision and increase the coverage; and (c) the limited provision of ongoing training for service providers with an intercultural approach. To overcome these barriers, UNICEF will support MEDUCA in defining its pedagogical proposal for early childhood education by strengthening its governance role as well as its coordination role with other key actors through the design and application of regulations, protocols, models and standards that will enable the quality of services and their cultural relevance to be monitored. In order to increase the provision and quality of early childhood education services in indigenous *comarcas*, the programme will contribute to piloting context-relevant and innovative early education experiences. To scale up this initiative, a strategy will be rolled-out that includes the training and allocation of mother-tongue teachers and the strengthening of the educational leadership of preschool principals and supervisors.

27. UNICEF will continue to support the strengthening of CONAPI to coordinate actions between its constituent ministries and civil society organizations. In addition, it will continue working strategically with the private sector to ensure that disparities in access to quality early childhood education are reduced, particularly for young girls.

28. An analysis of the barriers facing adolescents who are not in school reveals: (a) a lack of systemic policies to encourage them to remain in school; (b) a lack of flexible education models and the presence of ineffective teaching practices; (c) insufficient provision of educational services, which increases the mechanisms for expulsion, particularly in indigenous and rural areas; and (d) the presence of negative attitudes and practices towards adolescents, which limit their school enrolment. To overcome these obstacles, UNICEF will help MEDUCA to develop a strategy aimed at reducing the number of out-of-school children due to factors such as teenage pregnancy, disability, poverty or their geographic location, among other things. This strategy will include revising teaching methodologies to develop the skills of teachers and the development of innovative and context-relevant educational methods.

29. The programme will provide technical assistance aimed at updating the regulations establishing the academic arrangements for lower secondary school in order to strengthen a collaborative institutional environment that is conducive to learning. A wide range of partnerships will be mobilized with the private, academic

and non-governmental sectors to ensure that new educational approaches to be scaled up are known, along with the standards and mechanisms for intersectoral and inter-institutional coordination to prevent dropouts, and the return to school of those that have already left.

30. Although IBE will be a crosscutting priority of the other two outputs of this component, it is considered appropriate to maintain a specific output aimed at helping MEDUCA implement the National Plan for Intercultural Bilingual Education in the Ngäbe-Buglé *comarca*. UNICEF will contribute to updating the plan for the Ngäbe-Buglé *comarca*. Drawing from the lessons learned from the study of IBE implementation conducted in 2014: (a) the existing strategy of training mother-tongue teachers will be reinforced; (b) mechanisms for monitoring and evaluating IBE will be improved; (c) support will be continued to produce a context-based curriculum for the Ngäbe-Buglé people, in partnership with other sector stakeholders; and (d) support will be provided for defining standards, norms and regulations with which to apply IBE in school processes. Through these IBE interventions, UNICEF will be contributing to the National Development Plan for Indigenous *Comarcas* that is being implemented by the Government in cooperation with UNDP and other bodies.

31. UNICEF will contribute innovative real-time monitoring methods in order to improve administrative data and ensure that evidence can be used for decision-making on education policy. Government institutions and civil society will be supported to do evidence-based advocacy supported by studies and evaluations produced in association with universities and research centres. The importance of preschool and lower secondary education will be promoted through communication strategies that encourage healthy, protective environments and stimulate respect for diversity, non-violence and community and family involvement.

Comprehensive protection

32. The protection component will contribute to developing a regulatory environment for policies and services with a systemic and equity-based approach. For this, capacity will be enhanced to prevent and respond to violations of rights, discrimination, exclusion and violence against children; and child and adolescent participation will contribute to social policies that will form a basis for intervention models. This component is in line with the recommendations of the Committee on the Rights of the Child, and directly contributes to two UNDAF outcomes.

33. An assessment of the needs and determinants identified the following key barriers to the comprehensive protection of children and adolescents: (a) the atomization of prevention and protection efforts given the lack of a framework law and comprehensive policies that harmonize the institutional logic and structure the State's response; (b) the lack of operational mechanisms for coordinated implementation of comprehensive policies among the social sector institutions, municipalities and civil society; and (c) the lack of competencies for a specialized response and the lack of local mechanisms for a response to cases that require special protection from violence.

34. The programme will support the design of local systemic responses to enable access to protection measures. To ensure an institutional logic and harmonized approach between local mechanisms and national-level comprehensive policies,

governance, coordination and operational tools will be developed for their consistent implementation. These will be piloted in two urban districts and one district of the Ngäbe-Buglé *comarca*, in cooperation with the indigenous authorities, NGOs and public private partnerships. These experiences will be systematized and disseminated in order to scale them up and thus contribute to eliminating discriminatory measures for adolescents suffering from social exclusion.

35. With regard to juvenile justice, the barriers identified are: (a) the limited implementation of socioeducational programmes at community level; (b) the need for technical guidelines to ensure quality care in Custody and Compliance Centres; and (c) the multiple amendments that have weakened the standards to the international juvenile legal system. To overcome these barriers, UNICEF will support the Ministry of Government (MINGOB) to improve its administrative data and generate socioeducational programmes and alternative measures to the deprivation of liberty. UNICEF will seek to add value to the actions of the European Union, the United Nations Office on Drugs and Crime (UNODC), the Inter-American Development Bank (IDB) and UNDP, who are all involved in juvenile justice.

36. UNICEF will support the National Standing Committee to Monitor Panama's National and International Human Rights Commitments [*Comisión Nacional Permanente para Velar por los Compromisos Adquiridos por Panamá en el Ámbito Nacional e Internacional en Materia de Derechos Humanos*]; the National Council for Early Childhood [*Consejo Nacional para la Primera Infancia* — CONAPI]; the Committee for the Eradication of Child Labour [*Comité para la Erradicación del Trabajo Infantil* — CETIPPAT]; the National Committee for the Prevention of Violence against Children and Adolescents [*Comité Nacional para la Prevención de la Violencia contra niños, niñas y adolescentes*]; and the National Commission for the Prevention and Control of HIV [*Comisión Nacional para la Prevención y Control del VIH*] by generating and disseminating information, analysis and studies that will facilitate the formulation and monitoring of children's policies. In addition, it will provide technical assistance for the submission of the fifth report to the Committee on the Rights of the Child in 2016, and to the Child and Adolescent Rights Observatory [*Observatorio de Derechos de la Niñez y Adolescencia*].

37. UNICEF will support the capacity-building of the State so that public investment can become an appropriate tool with which to overcome the geographic and demographic disparities that can be seen in the multidimensional needs affecting the country's children.

Evidence-based advocacy, communication, and partnerships for social inclusion

38. By generating evidence, this crosscutting component will support capacity development to strengthen the country's capacity to develop policies with a gender and socially inclusive approach. To this end, UNICEF will strengthen monitoring mechanisms for the planning and implementation of service provision for children.

39. Public awareness of the importance of a culture of children's rights will be fostered on the basis of evidence. State actions that must be taken in order to apply the principles of the Convention on the Rights of the Child will be promoted. Through communication and awareness-raising campaigns, the social norms that

have an impact on children's development and survival will be addressed. UNICEF will also strengthen strategic partnerships with different civil society agents, religious groups, the media and the private sector, in the context of corporate social responsibility.

40. These partnerships will enable the mobilization and leverage of resources with which to produce the programme's outcomes.

Summary budget table

	(in thousands of United States dollars)		
Programme component	*Regular resources*	*Other resources*	*Total*
Education	1 420	1 500	2 920
Comprehensive protection	1 900	1 500	3 400
Intersectoral: generation of evidence, communication, promotion and partnerships for social inclusion	950	1 000	1 950
Total	**4 270**	**4 000**	**8 270**

Programme and risk management

41. This CPD outlines the contributions of UNICEF to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at country level. Accountabilities of managers at the country, regional and headquarters levels with respect to country programmes are prescribed in the organization's programme and operations policies and procedures.

42. For programme implementation, UNICEF will work in coordination with the United Nations agencies in implementing the 2016-2020 UNDAF, through the mechanism of the Steering Committee composed of the Government of Panama, members of civil society and the country team. To guarantee UNDAF's contribution, UNICEF specialists will participate in annual monitoring and reporting mechanisms.

43. The programme's efficiency and effectiveness lie in its programmatic approach, which focuses on two areas of the Strategic Plan and includes as cross-cutting factors elements of social inclusion that are relevant to the issues of protection and education. Although many planned interventions are of a regulatory nature and, thus, of national application, the design of interventions will focus on the Ngäbe-Buglé *comarca* and at least two urban districts. Given its demonstrative nature, the country programme will validate, systematize and finance these experiences so that they can be replicated nationally or adapted to the country's various realities.

44. The lack of a regulatory framework that is in line with international standards; the public sector's difficulties in coordinating intersectoral and inter-institutional policies; and the gap in financing needed to achieve the programme's outcomes are the main risks facing the Panama-UNICEF cooperation. These risks will be mitigated by: (a) advocacy based on the recommendations of the Committee on the

Rights of the Child and on evidence in order to foster the political will to adopt the implementation measures; (b) a strategy to develop governance, coordination and operational tools for consistent implementation; and (c) a fundraising strategy. This strategy will be based on the public's recognition of UNICEF as a body that specializes in children's issues and on the positioning and coverage of UNICEF in the media.

45. In addition, to mitigate the lack of a regulatory framework in line with international standards and the limited capacity to coordinate public policies on children, UNICEF will include specialized technical assistance in both components, along with an exchange of experiences through South-South and triangular cooperation on the application of a rights-based approach. Work will be conducted with academic institutions to monitor the impact of the policies and investment on children, particularly in the indigenous *comarcas*.

46. The geographic location of Panama makes it vulnerable to different natural disasters, and so its early warning system will be updated annually using evidence of the intensity and occurrence of events. Although the Panama has the national capacity and resources to deal with humanitarian situations, UNICEF will continue to support disaster risk reduction and humanitarian response as part of its focus on children.

Monitoring and evaluation

47. The State will be encouraged to improve its monitoring and reporting capacity in the context of the concluding observations of Convention on the Rights of the Child and the Convention on the Elimination of All Form of Discrimination against Women. In line with results-based management and the principle of State ownership of the actions that is promoted by UNDAF, UNICEF will contribute to strengthening institutional capacity for the generation of statistical data and analysis, and will promote the use of specialized information systems. The Ministry of Economics and Finance and the Ministry of Foreign Affairs will be responsible for coordinating and managing the programme on behalf of the Government of Panama. The capacity of the National Statistics and Census Institute [*Instituto Nacional de Estadistica y Censo* — INEC] to produce data that is broken down by age, geographic location, ethnicity and gender will be strengthened. MEDUCA's administrative data will be improved for the entire school cycle.

48. Technical assistance will be provided so that the country can incorporate indicators on inclusion in sociodemographic surveys and censuses and make use of rights-based analytical tools, such as measuring multidimensional poverty. As part of the United Nations country team, UNICEF will support the process of prioritizing, implementing, monitoring and submitting reports on progress in the Sustainable Development Goals as part of the new global agenda of United Nations Member States, expected to be approved by the General Assembly this year.

49. The programme will continue to promote the use of technology in data collection, following the successful experience of using tablets in the 2013 MICS. The use of technology will also be promoted as part of local monitoring. For this, a combination of strategies will be implemented that include involving civil society, public-private partnerships and the adolescents themselves.

50. As part of the evaluation component, national capacities will be reviewed and a strategy designed, in coordination with the universities. The programme envisages two evaluations, in line with national priorities: the implementation of policies to prevent violence against children and adolescents and the implementation of a strategy for children and adolescents that are not in school.

Annex

Results and resources framework

Panama-UNICEF country programme of cooperation, 2016-2020

Convention on the Rights of the Child: articles 2 to 9, 15, 20, 19, 28, 29, 30, 37, 40
National priorities: 5.4 Social development: coverage of basic services (Objective 5.4.2); 5.6 Human Capacity Development (Objective 5.6.2); 5.8 Governance and Development: towards a modern management of the Republic of Panama's public sector; 5.8.3 Public Investment and the effectiveness of development; 5.8.7 Decentralization; 5.8.8 Imparting Justice and Security

UNDAF outcomes: Outcome 1: Comprehensive policies for equity and inclusion: Outcome 2: Governance, dialogue and social participation

Outcome indicators measuring change, including UNICEF contribution: 1.1.12: Number of children aged 5 to 12 from indigenous *comarcas* who have access to IBE; 1.1.13: Percentage of children aged 4 and 5 without access to preschool education; 1.1.14: Gross rate of coverage of secondary education; 1.1.15: Number of international human rights treaties and protocols ratified and implemented by the Republic of Panama; 1.1.16: Percentage of public satisfaction with the quality of services, disaggregated by sex and urban/rural/indigenous area; 1.2.1: Number of effective intersectoral coordination initiatives; 1.2.2: The country has prioritized the SDGs and defined its goals; 2.1.6: Number of districts applying the Comprehensive Child Protection System; 2.2.4; Number of violence prevention actions implemented; 2.2.8: Number of persons deprived of liberty (PDL) by age/sex.

Related UNICEF Strategic Plan 2014-2016 outcomes: Education, protection and social inclusion

UNICEF outcomes	**Key progress indicators, baselines (B) and objectives (O)**	**Means of verification**	**Indicative country programme outputs**	**Major partners, partnership frameworks**	**Indicative resources by country programme outcome** *(in thousands of United States dollars)*		
					RR	**OR**	**TOTAL**
Outcome 1: Education By 2020, children and adolescents, particularly in rural, indigenous and disadvantaged urban areas, will have appropriate access to quality early education and will complete their lower secondary school education	Percentage of children between 36-59 months who attend any kind of preschool service: B: 36.8% (2013) Boys: 38.3 Girls: 35 O: 65% or more (2020) Boys: 70 Girls: 70	MICS module or MEDUCA's administrative records MICS	Output 1.1: By 2020, the Ministry of Education will have mechanisms and instruments with which to implement an early education policy, with a regulatory and management framework, quality standards and a monitoring system and resources for its implementation	MEDUCA MIDES SENACYT IDB Universities NGOs	**1 420**	**1 500**	**2 920**
	*Gross rate of coverage of secondary education: B: 64.1% (2013)		Output 1.2: By 2020, MEDUCA will have a strategy, mechanisms and model for implementing				

	O: 80% or more (2020)		policies and plans to prevent school drop-outs in rural and disadvantaged urban areas and facilitate the reintegration of those that have already done so.				
	*Percentage of chi' 'ren aged 5 to 12 in indigenous *comarc s* who have access to IBE. B: No data (2015) O: 80% or more (2020).		Output 1.3: By 2020, MEDUCA will have the capacity and tools to implement a IBE policy and national plan that will guarantee the quality of services and their cultural relevance for all indigenous peoples				
Outcome 2: Comprehensive protection By 2020, children and adolescents will have a comprehensive system for protecting their rights plus comprehensive protection and violence reduction policies	Existence of a comprehensive protection law and a strategy for its application, including in humanitarian situations [SP6.10] B: 0 (2015). O: 1 (2020). % of children subjected to violent discipline [SP6.5] B: 45% (2013) Boys: 46.8 Girls: 42.8 O: 20% less (2020). Boys: 37.4 Girls: 34 Number of adolescents deprived of their liberty B: 2014 No data	State party report to the Committee on the Rights of the Child (the "Committee") MICS or module in continuous country survey IEI-MINGOB's administrative records	Output 2.1: By 2020, the social sector institutions will have effective tools and mechanisms with which to coordinate and evaluate the comprehensive protection system, including violence prevention and reduction, the prevention of institutionalization, and the protection of children in humanitarian situations. Output 2.2: By 2020, the social sector institutions and local authorities will have operational models with which to apply comprehensive protection; specialist intervention models against all forms of violence; risk and humanitarian response	MIDES SENNIAF NGOs Universities Local authorities MINGOB SENACYT Private sector	**1 900**	**1 500**	**3 400**

	O: 20% reduction from 2014 to 2020 State's progress report on implementation to the Committee B: 2011 Report (2015) O: 2016 Report (2016) Social expenditure aimed at guaranteeing early childhood and adolescent rights (% of national social expenditure) B: Per capita social expenditure on early childhood 2014 (to be calculated) Per capita social expenditure on childhood and adolescence 2014 (to be calculated) O: 10% increase in per capita social expenditure on early childhood by 2020 10% increase in per capita social expenditure on childhood and adolescence	5th State party Report to the Committee Reports from the Ministry of the Economy and Finances	management; and local comprehensive protection monitoring systems. Output 2.3: By 2020, MINGOB will have socioeducational programmes and alternative measures to the deprivation of liberty, in line with international standards, and a corresponding system for their registration Output 2.4: By 2020, government and civil society capacity to plan, budget and monitor inclusive social policies for children and comprehensive protection measures, including risk management, will have increased				
Evidence-based advocacy, communication, and partnerships for social inclusion	*Description on pages 8 and 9*				**950**	**1 000**	**1 950**
Total resources					**4 270**	**4 000**	**8 270**

* *Note*: Although these indicators are not currently available, they will be disaggregated in the Country Programme Action Plan.